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ABSTRACT

A survey of the development and current state of community colleges in Manitoba, Saskatchewan, Alberta, and British Columbia is presented. The data collected generally reflects developments to 1971. Due to the traditional elitism of higher education in Canada, the community college movement has had to justify its existence as useful without duplication of services of either the universities or institutes. Community colleges as open-door institutions with potential student mobility between vocational and academic programs have been slow to arrive. Western Canada has virtually no community colleges if one uses the strict definition of comprehensive colleges articulated and controlled by communities. But the speculation can be made that the idea of provincial service has grown out of the relative autonomy of the individual provinces and has constituted one of the major Canadian adaptations to the comprehensive community college idea. Looking west to east in the four provinces discussed, a steady increase in developmental level and organization of community colleges can be seen. The dominance of university affiliation also has seemed to decrease moving to the west in the provinces discussed. The concept of post-secondary educational service to the entire populace of the province is also more developed in the west than in the east. A constant characteristic throughout the four provinces has been the coupling of community college development with the idea of provincial service. (EM)

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COMMUNITY COLLEGES IN WESTERN CANADA: A STUDY OF THE DEVELOPMENT OF PROVINCIAL COLLEGES AND COLLEGE SYSTEMS

Education 579:
The Community and Junior Colleges
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James L. Ratcliff
February 14, 1973

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UNIVERSITY OF CALIF.
LOS ANGELES

MAY 31 1973

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

The objective of this paper is to provide a preliminary survey of the development and current state of community colleges in the four western provinces of Canada: Manitoba, Saskatchewan, Alberta, and British Columbia. The paper is preliminary because the material presented ranges in the degree in which it is recent information. Roughly, the data collected reflects developments to 1971, with some statistics being more up to date. Within the time span of Education 570, an attempt was made to gain as much material as possible: unfortunately all queries have not been met with replies. This restriction of dealing with what has been available has caused the emphasis of this study to be on the growth of institutions within the particular provinces: hopefully, later material will make further generalizations possible regarding the internal functioning of those institutions.

Canada's systems of education have traditionally developed from the model given by Britain due to the long colonial and commonwealth status of the Dominion. High schools have served as screening agents. Those students who did not take university preparatory courses, beginning typically in either grade nine or ten, were forced to either seek Canadian vocational training or to gain college education in the United States. Colleges in Canada have been confronted with contradictory pressures of traditional elitism in higher education and strong social pressure to manifest egalitarian values by expanding educational options. John Porter has described the problem succinctly:

> Although Canada fits into the pattern of other modern industrial societies in this respect, it has done much less than other countries about it.
>
> It is, of course, at the tertiary level of educational systems that the class character is most marked. As far as costs to the student are concerned, I suspect Canada has one of the least democratic educational systems to be found in advanced societies.[1]

The legacy of this "streaming process" which divides high school students into university- and vocationally-bound groups has resulted in the long term commitment to vocational and

Table No. 1

Relationships Among Educational Structures in Canada*

Age			Grade
26			7
25		Post-Graduate	6
22			5
21			4
20			3
18			2
18	Community College	University	1 / 13
17			12
16	Four Year	Senior Hire School	11
15	High School		10
14			9
13		Junior High School	8
12			7
11			6
10			5
9		Elementary System	4
8			3
7			2
6			1
5		Kindergarten	K
4			

*Adapted from: Gordon Campbell, Community Colleges in Canada (Toronto: Ryerson Press, 1971), p. 23.

technological institutes as the post-secondary alternative to university education. This has meant that the community college movement in western Canada has had to justify its existence as distinctly useful without duplication of services of either the universities or the institutes. Community colleges, as open-door institutions with potential student mobility between vocational and academic programs, have been slow to come into existence despite their apparent suitability to the egalitarian educational needs of the provinces.

Another problem facing community college development has been geographic. Canada's population in the West is small when compared to the land area. The population has been concentrated in urban areas near the southern borders of the provinces. The institutes of technology and the provincial universities have been located in these urban areas. Concern for providing educational options on a provincial-wide basis has seemed to point to the need for a college with can offer study for a region rather than a community.

It could be possible to assert that western Canada has virtually no community colleges, if, by that, one meant comprehensive colleges articulated and controlled by communities. Nowhere in legislation dealing with the subject does the term community arise. Colleges have been assumed to serve the province, the region, and particular communities, but a systematic concept of a balanced interchange of services to the locality, the province, and the nation has rarely existed.[2] For the purposes of this study a functional definition of existing community colleges has had to suffice. A community college in the western provinces has been a public or private institution offering post-secondary education other than divinity training in one, two, and sometimes three year programs of study. The community college concept, on the other hand, has been used to refer to the idea of a comprehensive two-year college curriculum, including vocational and technical education, university parallel and transfer programs, general education, and adult, extension and continuing education, according to the needs of the community it serves.

From its inception to the present, higher education in Canada has remained the domain of the provincial governments. Within this frame of reference, the provinces have been thought of as a loose confederation of states with the national union. Few generalizations could be made about the development of community colleges in the four western provinces without either refering to the general evolution of colleges across Canada or by concentrating attention on the growth of colleges and systems with the specific provinces. This study has taken the latter path in looking at four separate cases.

Manitoba

Manitoba has four community colleges, one of which is a private denominational college. The oldest existing college is Mennonite Brethen College of Arts in Winnipeg, orignally established as the Mennonite Brethren Bible College in 1944. The College of the Arts came into being as a separate affiliate of the Bible College in 1961, although the liberal arts curriculum was recognized by Waterloo College (now Waterloo Lutheran University) in 1950. The College of Arts offers the first two years of university transfer study and requires both senior high school matriculation and Church membership as entrance requirements. Resident students have been exspected to pay $1,000 per year in expenses.[3]

The three public community colleges in Manitoba are: Red River Community College (formerly Manitoba Institute of Technology and the Manitoba Institute of Applied Arts) in Winnipeg; Assiniboine Community College (formerly Manitoba Vocational Centre) in Brandon; and Keewatin Community College (formerly Northern Manitoba Vocational Centre) in The Pas. Red River Community College began in 1963, growing out of an expanding rehabilitation training program administered by the provincial minister of education. Its enrollment comprised 5,000 of the 7,000 students in community colleges in Manitoba in 1969. It has offered programs in engineering technology, paramedical technology, industrial technology, business administration and commercial studies, teacher education

for vocational secondary training, and extension courses in the above areas. Roughly two-thirds of its students are part-time, evening pupils.

Keewatin Community College and Assiniboine Community College have courses in engineering and electrical technology, mechanical applied sciences, and business and commercial education. Both colleges began in 1965-66, and have been administered by the provincial minister of education (along with Red River Community College). Entrance requirements require Grade 12 proficiency in mathematics and science for students under 21 years of age.

All three public institutions gained the title of community college as a governmental response to the 1967 Manitoba Educational Research Council's Report on Post-Secondary Needs and Training in Manitoba. The Report, prepared for the provincial Department of Education and for Winnipeg School Division No. 1, proposed three kinds of community colleges for the province: a metropolitan community college which offered courses to meet the needs of the large city core; small city colleges, with locations and curriculum related to the needs of local industry; and a rural community college oriented toward farming and its services.[4]

Although the names of the three vocational institutes were changed in 1969 to community colleges and proposals were made to increase the range of curriculum, their evolution toward a comprehensive community college concept does not look promising. J. E. McCannel, Director General of Community Colleges in Manitoba has not shown interest in moving in this direction:

> I for one feel that it would be a tragic mistake to get launched on this venture of being "all things to all men," to meet all needs not now being met by existing educational institutions. I suggest to you as a major issue for discussion that the primary role of what is now variously being described as a community college, has been and must be occupational training -- career-oriented education.[5]

Community colleges in Manitoba have yet to break down the selective nature of high school screening and elitism in university education. The province has not yet provided

vocational training for its agricultural population; instead it has chosen to offer training preparatory to urban occupations. Red River Community College serves 5,000 students of the 1,000,000 population of Winnipeg while 800 student enrollment at Keewatin Community College attempts to meet the needs of the 90,000 population of the entire northern portion of the province. Clearly, much must be done to have proportional, comprehensive, community college opportunities for the people of Manitoba.

Saskatchewan

The prairie provinces, Saskatchewan, Alberta, and Manitoba, all experienced the rise of private, denominational colleges at the turn of the century when the United States underwent the initial growth and development in junior colleges. Saskatchewan had several junior colleges during this period: Regina College, Campion College, Luther College, Sacred Heart College, all located in Regina, and Outlook and St. Peter's Colleges in the small town of Muenster seventy miles east of Saskatoon. There was one public junior college also, Moose Jaw Collegiate at Moose Jaw.[6] Of this group, only Luther, Regina, and St. Peter's were able to survive the financial austerity of the Great Depression and World War II. In 1936 Regina College became part of the University of Saskatchewan, losing the denominational status it carried from its inception by the Methodists in 1911. In 1924 Luther College in Regina, St. Peter's in Muenster, and St. Joseph's in Yorkstown became affiliated with the provincial University. Together, they serve the needs of the ethnic plurality in Saskatchewan. Luther is predominatly Scandinavian; St. Peter's is mainly German Catholic; and St. Joseph's serves a French Canadian Catholic population.

In 1932 the Carnegie Foundation for the Advancement of Teaching was commissioned by the University of Saskatchewan to evaluate the merits of a proposal to elevate Regina's curriculum to four years of study. The resulting report, Local Provision for

Higher Education in Saskatchewan, along with the Great Depression and World War II, had such a negative impact, not only in Saskatchewan, but also in the entire prairie west, that the growth of new two-year colleges was inhibited for many years. What the report suggested against, however, was not the comprehensive community college concept; rather, it was an assessment of the junior college movement of that time. In some respects it was even prophetic of the changing trends in two-year college concepts:

> ...a junior college, so-called, is not a incomplete piece of a college or of a university administered locally for convenience. It is not "junior" to anything and is not a "college" at all. It is the dimly recognized culmination or capstone of a system of adequate secondary education, and, as such, should be incorporated into the educational life of the community. It is evident, furthermore, that the next two years leading to the present bachelor's degree-years that hitherto have filled the wistful vision of most junior colleges - are, when considered alone, vestiges of an earlier day. They will shortly be left hanging in the air without meaning except as they are incorporated in the liberal arts curriculum of a different institution with wholly different aims and outlook.[7]

The next step in community college evolution in Saskatchewan was not to come until 1967. In that year, the Joint Committee of Higher Education for the province issued in its Second Interim Report proposals for the establishment of education regions and regional centers, along with suggestions for assessing the educational needs of the regions.[8] Two years later, the provincial minister of education formed a committee adjunct to the Department of Education to investigate post-secondary school services, with special research emphasis placed on the ways and means to coordinate and articulate existing programs into a total educational system.

Still, a community college system has not developed in Saskatchewan. In 1969 a Community College Association was formed in Prince Albert to extend the Adult Program of the high school system into a community college. Later that year, the Association decided to devote itself entirely to arosing public support for

its project.

Currently, there are only two technical institutes in addition to the private junior colleges affiliated with the University of Saskatchewan. One of these institutes was established in Moose Jaw in 1959 and in 1970 acquired a satellite vocational school in Weyburn, ninety miles distant. In 1963, a second institute opened in Saskatoon. Both institutes have been administered directly by the Department of Education. They offer only terminal programs in trade and technical education, and they have high school prerequisite preparation entrance requirements for students under the age of 21 years.

The institutes are controlled directly by the government, and the private colleges are transfer institutions owning their accreditation to the provincial University. No attempt has been made to combine the two groups of institutions or to develop new ones to meet educational needs outside the industrial cities. The two attempts by localities to develop community colleges, the earlier Moose Jaw Collegiate and the contemporary Prince Albert Community College Association, have not found success in their. Educational development has only come from the level of provincial government. The educational opportunities of Saskatchewan in the realm of two-year institutions still have followed the British model of early screening and channeling of high school students into the trades or to the university.

Alberta

In contrast to the underdeveloped state of community colleges in Manitoba and Saskatchewan, Alberta and British Columbia both have provincial-wide systems of colleges. Along with Quebec and Ontario, these two western-most provinces have the most advanced organization of community college planing in Canada. Alberta's comprehensive system of educational services has been oriented toward the Province as a whole, not necessarily for each community. Milton Penske, Director of Administrative Services for the Alberta Colleges Commission has explained the focus of the provincial

system:

> This approach to the provision of comprehensive services is made necessary by a number of factors: the existence and long history of special purpose institutions, population distribution, and a desire to avoid unnecessary duplication of services and unhealthy competition among institutions. The Province as a whole, therefore, is likely to be treated for some time as the overall service unit with various institutions contributing, more or less to the overall comprehensive provincial service.[10]

In 1969 the Provincial legislature passed The Alberta Colleges Act, replacing The Public Junior Colleges Act of 1966. The Colleges Act was addressed primarily to the coordination and organization of the provincial community colleges, but it also held the idea of a single, non-university, post-secondary system. That is, it left room for the future incorporation of the two Institutes of Technology and the three Agricultural and Vocational Colleges. However, since the Institutes and Agricultural and Vocational Colleges have yet remained apart from the governance of the community colleges, Alberta has had three sub-systems within her provincial-wide system.

The oldest public institutions of the province are the Agricultural and Vocational Colleges. Three of them opened in the small communities of Olds, Vermilion, and Clareholm in 1913. Three more were put into operation in 1920 at Raymond, Gleichen, and Youngstown. Gleichen and Youngstown colleges were closed in 1921, and Clareholm and Raymond were closed in 1931 as a result of the depression. In 1951 Fairview Agricultural and Vocational College was opened, and, together with the Olds and Vermilion colleges, have represented the three remaining schools of this type in operation. Combined, the three served 700 students, offering agriculturally-oriented programs. Business education, home economics, and high school courses also have contributed to the curricula. They have been governed by the Department of Agriculture under the provisions of the Agricultural and Vocational Colleges Act.[11] They are co-educational and have minimal entrance requirements and nominal tuition fees.

Table No. 2.

Profile of the Western Community College Systems*

	Alberta	British Columbia
1. Legislation	The Colleges Act of 1969.	Sections of the Public Schools Act.
2. Provincial "Super-Board"	Alberta Colleges Commission. Nine members, all appointed by government. Three must be deputy ministers.	Academic Board (serving both universities and colleges). Composed of nine members, six are appointed by the universities; three by government. Advisory.
3. Board of Governors	Eight members, five appointed by government. Three coming from the college (one faculty, one student, and the president).	Called the College Council. Must include superintendent of schools and trustees. The Institute controlled directly by government.
4. Finance	All provincial government. No local taxation. Tuition nominal.	Provincial government pays 60%; local taxation pays 40%.
5. Curriculum	Comprehensive. University level and specialized: three agricultural colleges two institutes of technology.	Comprehensive (Technical and university parallel programs). One Institute of Technology.
6. Ratio: Faculty and Students.	One faculty. One student, and the college president must be members of the board.	May not be members of College Council.

*Gordon Campbell, Community Colleges in Canada (Toronto: Ryerson Press, 1971), p. 22

Relations between the community colleges and those Agricultural and Vocational Colleges has been a mixed bag. At least one comprehensive college, Lethbridge Community College,[12] has agriculture, business administration, home economics, and agricultural mechanics which parallel those offered by the Vocational and Agricultural Colleges. The agriculture and agricultural engineering programs at Red Deer College[13] in Red Deer and Medicine Hat College[14] have been designed to receive transfer students from the Vocational and Agricultural Colleges.

The Southern Institute of Technology (formerly the Provincial Institute of Technology) was established in Calgary in 1916. In 1963 the Northern Alberta Institute of Technology began operation. The two Institutes have enrolled nine thousand students, and they provide programs primarily in technological subjects with some in business administration and art. They have been administered by the Department of Education and have not required high school senior matriculation for admission (except for specific programs).[15] The combined enrollment of the Institutes has exceeded that of the combined enrollments of the community colleges; also, the combined budgets have surpassed those of the colleges.[16]

The dual status of the Institutes as being part of the Alberta Colleges Commission in theory, but being also controlled by the Department of Education directly, has improved the lot of its graduates. The traditional prejustice of the British educational model against students of technical institutes has been that they were those people who were not able or motivated to master university-oriented senior matriculation in high school. Recently, the provincial Universities have begun to accept Institute graduates into advanced technical programs without requiring them to go back and complete senior matriculation. Horace Ottley, Head of Engineering Sciences at Northern Alberta Institute of Technology has commented:

> At the present time, some universities accept graduates of the Institutes of Technology who do not meet full matriculation requirements, into faculties directly associated with their technological training.

> In many cases these graduates are granted credit for some of the work previously taken. Judicious broadening of this privilege may serve to motivate many students at the Institutes of Technology, and will also provide an opportunity for the exceptional non-matriculation students to advance to professional status without the necessity of having to repeat matriculation subjects for the sole purpose of setting the records straight.[17]

The role of the two Institutes, operating in relative compatibility with a community college and a provincial universities in both Calgary and Edmonton, has appeared to meet a specific educational demand in those urban centers for trained technologically trained personnel. The Vocational and Agricultural Colleges, however, have not had an clearly a defined role in relation to the educational scene of Alberta's college system. Their curricula might well be extended to the level of a smaller comprehensive community colleges, thereby giving a more complete set of options to its clientele and a more definable role to themselves as institutions within the colleges system.

Mount Royal College might well deserve the title of "queen" of Alberta's community colleges. As an institution, she predates both the Agricultural and Vocational Colleges at Olds and Vermillion and the Institute of Technology at Calgary. Founded in 1910 by the Board of Colleges of the Methodist Church under a charter from the provincial government, it operated until 1966 as a denominational institution. In the depression year of 1931 Mount Royal sought affiliate accreditation from the University of Alberta and continued in that relationship unitl it became a public college. In 1966, upon attaining its public status, it became affiliated with the University of Calgary. Currently, Mount Royal has been operating three campuses: Lincoln Park and Churchill Park (which opened in 1972) in Calgary and Old Sun Campus at Gleichen (which opened in the fall of 1971). In 1911-12 the Mount Royal curriculum was designed for those who could not or did not wish to enter university studies; it was not a "junior" college in the transfer usage of the term. It offered bookkeeping, stenography, typewriting, elocution, music, art, and manual and technical training.

Since 1966 the Board of Governors of Mount Royal had adhered to a philosophy of comprehensive curriculum at its campuses:

> To be a community college, Mount Royal must meet, within its corporate capacity and to the best of its ability, the educational needs of the area in which it is located.
>
> This basis for governance rests upon three main tenets: 1. A comprehensive, flexible and current curriculum; 2. Accomodation of any adult who a willingness to learn; 3. Availability of an active counselling and guidance program.
>
> In order to make these requirements operational, we are charged with the following objectives: 1. Provide in addition to courses that enable students to transfer to senior institutions, learning opportunities in programs that are beyond the high school and lead to gainful employment. 2. As far as possible, admit anyone with a high school diploma or who is 18 years of age. 3. Help the student become aware of his academic qualifications, as well as assist him in overcoming any limitations, so that he can choose reasonable alternatives in the successful pursuit of his educational goals.[18]

Recently, Mount Royal has received much recognition and publicity for its Old Sun Campus.[19] Old Sun is Canada's first experiment in providing community college opportunities for its native population in an environment commensurate with their cultural background. The campus is located on the Blackfoot reserve, and currently has stressed the culture and traditions of these bands of tribes; the long range objective, however, is to offer a cultural setting for all of Alberta's native people. Other aims of the campus have included total native administration and control of the campus, and the total accessibility of the campus to both Indians and Whites.

Old Sun came about as a result of a decision by the Canadian Department of Indain Affairs to close the Indian School on the Blackfoot reserve. The tribe opposed the move vigorously and contacted Mount Royal for assistance. The combined efforts of Alberta's lieutenant governor, Grant MacEwan (for whom the new Edmonton community college has been named) and Blackfoot Chief Leo Pretty Young Man, resulted in the opening of Old Sun Campus. Its first acting director, J. K. Bradford, has explained the

philosophy of the Campus:

> At Old Sun, the students and their families are given confidence to reappraise their traditional philosophy of life measured against its effectiveness in the world they know. When that philosophy is not distorted by the necessity of bending to conform to another set of criteria, the real value of the way of life, and particularly its adaption to the environment and the thinking of the people who have developed it, takes on a proper perspective. Out of that confidence, culture is re-established.[20]

Old Sun has been funded directly through a Secretariat attached to the Cabinet of the Dominion's prime minister. In 1972 Old Sun received a liberal grant of ten million dollars for operation. The enthusiasm of the members of the Blackfoot reserve has resulted in rapid development of a comprehensive curriculum oriented to the needs of the students. Individualized instruction operating on "Indian time" (unscheduled class time) was found most acceptable to the group support of the reserve. Activities have been conducted that have encouraged the personal envolvement of everyone in the community.[21] Chief Pretty Young Man has stated:

> Our first priority will /sic/ be to make sure that our college is used to its full advantage and that it will continue to serve our children and our children's children for years to come. It will do so in a manner that will encourage individual expression of the Indian student, and not by forcing him into a mold based on alien society's concept of what his purpose in life should be.[21]

Although Mount Royal was the first college in Alberta, its public status (1966) is predated by that of Lethbridge Community College, which was founded in 1957. At that time it was called Lethbridge Junior College and was primarily concerned with college preparation and transfer programs. In 1962 it developed companion vocational programs, assuming a comprehensive outlook. In 1967 the university parallel section of the curriculum separated with the College to incorporate with the new University of Lethbridge. The majority of students in the College's remaining general education and vocational programs who have decided to transfer, have gone to universities in the United States.[23]

Other Alberta colleges have developed programs which have related to educational institutions outside the province. Medicine Hat College, for example, has offered the firt two years of pre-professional studies for admission to the University of Saskatchewan in dentistry, medicine, and veternary medicine. Yet, the community colleges have continued their affiliation status with the provincial Universities: Calgary in the southern portion of the province, Alberta in the northern section. Medicine Hat's Calendar has made a clear statement of the nature of this affiliation:

> Affliation with the University of Calgary ensures that the quality of instruction given at the College, will be at least equivalent to that given at the University. It requires that the qualification of the staff appointed, the adequacy of the physical facilities provided, the library, the laboratories and the gymansium measure up to the high standards set by the University.[24]

Alberta's first move to establish a public junior college came in Lethbridge in 1951. The local school district called upon an American community college expert, S.V. Martorana, to prepare a feasibility study for the locality.[25] It was six years later, in 1957, when enabling legislation was passed for Lethbridge Junior College. The following year, the Public Junior Colleges Act prescribed the degree of control local school boards could exercise over colleges, the proportion of financial support allowed to be raised by local taxation, and the extent of direct university control of the colleges. The Public Junior Colleges Act was the first move toward provincial-wide coordination of post-secondary, non-university education in Alberta.[26]

The influence of the University of Alberta, subsequent to the Public Junior Colleges Act, was asserted through a joint committee of government officials and University personnel. The committee was formed to study developments in higher education in the province. The four interim reports it issued, in 1961, 1963, 1965, and 1966, consistently asserted University jurisdiction over the academic programs of colleges.[27] The direction and control of junior colleges toward transfer curriculum was further enhanced by the University and College Act of 1964, which allowed

Table No. 3

Comparison of Alberta's Junior Colleges Act, 1958
And The Colleges Act, 1966*

Junior Colleges Act, 1958	The Colleges Act, 1966
1. Colleges established and managed within framework of public school system.	1. The college district system distinct from either the public schools or the university system.
2. Financial and curriculum control largely, but not entirely, local.	2. Establishment of the Alberta Colleges Commission with regulatory powers over the college boards.
3. Three separate jurisdictions; no integration, little coordination between agricultural colleges, institutes, and junior colleges.	3. Integration (so far only in principle) of the technological institutes, colleges, and agricultural colleges into one system.
4. Governing board composed of members appointed by participating school boards.	4. Appointment by the provincial government of local boards of governors, each having a faculty and a student member and the college president.
5. Extensive university control of academic programs; affiliation with university was a prerequisite.	5. Rejection of the former concept of affiliation (approval of appointments, exams, etc.) with universities.
6. Small local taxation through payments by chool boards.	6. Removal of property taxation as a source of funding for a local college.
7. Different regulations affecting instructors teaching university programs and others.	7. All faculty included in one bargaining unit.
8. No provision for academic council.	8. College must form an academic council.

*Adapted from Gordon Campbell, Community Colleges in Canada (Toronto: Ryerson Press, 1971), p. 33.

provincial grants of assistance to students in colleges who were enrolled in University transfer programs.[28] Vocational programs, on the other hand, were funded through the Dominion's Federal-Provincial Fiscal Arrangement Act, as of 1967, and by its predecessor, the Technical Education Act of 1919, which has accounted for the growth of technical and vocational institutes across Canada in the twentieth century.

In July, 1965, the provincial minister of education commissioned Andrew Stewart to prepare a study on junior colleges in the province. The Stewart report recommended the division of the province into college districts (separate from school districts). It suggested that high school education continue to be on a district basis, post-school education be on a college basis, and university education be on a regional or provincial-wide basis. It also mentioned that college districts should contain representatives of school boards and that the colleges should be comprehensive in course offerings. Stewart recommended too that the colleges be funded by the province with local option to supply additional funds.[29]

The following year two conferences were held in Banff. The first of these discussed and considered the recommendations of the Stewart report. The second conference heard the findings of a fact-finding committee originating in the first conference. Educators, administrators, and trustees comprised both meetings and developed an organized group supporting the idea of comprehensive colleges which would serve large districts within the province. About six months later, the government appointed a Board of Post-Secondary Education, whose task it was to develop the policies, procedures for implementation, and the legislation for a college system. The Board was directly responsible to the provincial cabinet; thus, it circumvented the scrutiny of the Departments of Agriculture and Education who controlled the Agricultural and Vocational Colleges and the Technical Institutes. With the reactions of their proposals from the cabinet, the Board drafted An Act Respecting A Provincial College System,

which was passed into law in 1969. The Act established the Alberta Colleges Commission, consisting of nine members including a chairman, deputy ministers from the Departments of Education and Agriculture, a deputy provincial treasurer, and others appointed by the provincial government. The Commission has been empowered to "regulate or prohibit the extension, expansion, or establishment of any service, facility, or program of study by a member of the college system...or the establishement of a new body regarding financial, curriculum, and other affairs of colleges."[30] The Colleges Act of 1969 stipulated the composition of colllege boards for the individual institutions, comprising eight persons, three of whom must be one student, one faculty, and the college president; one of the remaining five members of the board must be chairman of that body. In the case of Mount Royal, each campus of the College has its own board with some overlap of membership between boards, but the student and faculty members of each board have come from their respective campus.

The present state of the Alberta college system, with its three subdivisions of types of colleges, has led to greater coordination among institutions of higher education in the province. Certainly, the Institutes of Technology have already begun to benefit from their inclusion in the Alberta Colleges Commission, as has been seen. The status of the Agricultural and Vocational Colleges, on the other hand, have not seemed to directly benefit from the articulation of the Commission between institutions. The real beneficiary of the college system has seemed to be the student; his opportunities have not been as circumscribed by his high school program as under previous practice. The road toward providing post-secondary educational opportunities on a provincial-wide basis has been taken since the Stewart Report. This has most likely meant that the comprehensive colleges of the province will be more regional in service than community in orientation; had the province remained to follow the Public Junior Colleges Act, the colleges might have been more oriented toward community service, such as many of those in the United States. They would have been more inclined to

follow the direction given by the original founding school district, would have not been focusing on provincial service, and would have continued to be dominated by the Universities in their transfer and university parallel programs. The non-inclusion of Alberta's three private colleges, Camrose Lutheran College in Camrose, Canadian Union College in College Heights, and Hillcrest Christain College in Medicine Hat, has left these institutions outside the benefits of the Alberta College Commission and has left their programs to be dominated by the transfer articulation problems of affiliation with either Alberta universities or universities in the United States. Another problem has been true province-wide opportunities in higher education. The majority of students attending colleges, institutes, and universities have been in the combined population centers of Edmonton, Clagary, Lethbridge, and Red Deer. The removal of the Institutes from the Department of Education and the expansion of the Agricultural and Vocational Colleges to comprehensive curriculum would alleviate this problem some what. Both of these types of institutions have been dependent upon governmental favoritism for their special funding, and the Institutes have faired well by this situation. The Colleges Act, however, has set the direction for further systematic development of comprehensive colleges in Alberta and has made it one of the more progressive provinces in the development of community colleges in Canada.

British Columbia

The first junior colleges in western Canada were in British Columbia. By the turn of the century, a provincial public school act allowed the four public school districts existent at the time to affiliate with any of five specified eastern universities in order to form junior colleges. The colleges that were established were "junior" colleges in that the real desire was for a provincial university. The creation of a provincial university was first advocated in 1877; in 1890 the legislature passed an act establishing "the University of British Columbia," but the act died in the Senate. In 1899 the Vancouver Public School Board formed

a college as an affiliate of McGill University. In 1903 the Victoria Public School Board followed suit by initiating Victoria College, also an affiliate of McGill. In 1908 the provincial legislature moved successfully to establish and incorporate the University of British Columbia. The legislation met fruition in 1915 when the Vancouver college became the new University; at the same time, Victoria College closed its doors. Victoria, however, reopened in 1920 as an affiliate of the University of British Columbia and continued in operation as a two year college until 1963, when it was promoted to the status of the University of Victoria.[31] Thus, two year colleges in the province began in Vancouver with the local school board acting as the supportive agent. Also, colleges developed within the framework of provincial legislation and university affiliation.

The Vancouver City College is the oldest and one of the more intricate institutional organizations in the province. It is the only school district college in the province and is headed by a director which coordinates the activities of the three major centers within the city. The campuses include the Vancouver Vocational Institute, the Vancouver School of Art (which began in 1924), the Special Programs Division (operated from the Vancouver School Board offices), and the new Langara campus. The Langara campus is the only one without special programs emphasis and is the one which offers a comprehensive community college curriculum.[32]

Selkirk College was the first regional college of British Columbia's college system. Until recently, it was the only one to have its own buildings. Its first principal, Gordon Campbell, a foremost Canadian community college authority, established programs in aeronautics and community civic planing. Since no opportunities for employment in these programs can be found within Selkirk's West Kootenay region, they point to the provincial service orientation of the British Columbia college system. The College was formed in 1963 following a plebiscite, sponsored by six school boards of the region, to determine public support of the project. In 1965 a referendum of the region provided the funding necessary to actualize the construction of the College, and it held its

classes in 1966.[33]

Thus, Vancouver City College and Selkirk College exemplified the types of colleges allowed by the Public Schools Act of British Columbia. Portions of that Act passed in 1958 enabled district colleges to be established under the administration of one school board and regional colleges directed by a governing council made up of a collection of school boards. Under the Act, only after a participating school district had passed a plebiscite approving the establishment of a college and had passed a referendum approving funds for the operation of the college, could one be initiated.[34]

A visionary report by the then President of University of British Columbia, J. B. MacDonald, set guidelines for a provincial-wide system of post-secondary education. Released in 1962, the MacDonald report called for four year colleges with degree programs and two year colleges with comprehensive curricula. The report envisioned a net-work of strategically located colleges providing educational service to the province. The report also advocated an advisory academic board, a grants commission and specific methods for financing colleges. The MacDonald report gave the initial motivation for the creation of a community college system.[35]

The 1963 amendments to the Public Schools Act, which reflected the conclusion of the MacDonald Report, was largely concerned with methods to finance, organize, and operate a provincial system. The Academic Board was set up as a university connected advisory board, made up of three government appointees, and two nominees from each provincial university. A college division in the Department of Education was also formed. The chief executive of each college was required to assume the title "principal," although two colleges have called their head "president." The management, administration, and control of the property, funds, and business relations of the college has been the domain of its Regional College Council. The members of the Council have been made up of government appointees and those appointed by the school boards in the college region; the

Table No. 4.

A Comparison of Projected and Actual College Locations, 1971*

Projected Colleges of the Macdonald Report	Actual Colleges	Date of Opening
Metropolitan Vancouver	Vancouver City College	1965
West Kootenay Region	Selkirk College	1966
	Capilano College	1968
Okanagan Valley (projected as a four year institution)	Okanagan College	1968
Central Vancouver Island	Malaspina College	1969
Central Interior Region	College of New Caledonia	1969
Kamloops and South Cariboo	Cariboo College	1970
	Douglas College	1970
	Camosun College	1971
Eastern Lower Fraser Valley	None	

*Adapted from Brian Webster, Patterns of Administration In The Public Colleges of British Columbia (Vancouver: University of British Columbia, Donner Foundation, 1972), p. 3.

principal has been designated an ex officio, non-voting member of each college council. Little reference has been made in the amended Act to the internal governance structure of the colleges beyond the composition of the councils; this has been the opposite of the case of the public universities of the province[36] or of the stipulations of the Alberta Colleges Act. Not only has the British Columbia system allowed a greater degree of autonomous control to the individual college, but also it has made the school boards of each region powerful participants of college administration. One result has been that the majority of college principals has had prior experience in the public schools. It has also led to a variation in the manner in which the college system relates to the other educational institutions of the province. The minister of education announced, for example, in 1970 that a steady drop in grade thirteen enrollments in high schools had allowed for the elimination of that grade. The same year, the Senate of the University of British Columbia voted to restrict the number of freshmen allowed to enroll in that institution, citing the growth of community colleges as one of the contributing factors.[37]

Looking west to east in the four provinces discussed, a steady increase in developmental level and organization of community colleges can be seen. Manitoba and Saskatchewan have little of what could be called comprehensive colleges. Alberta has a well-developed system of comprehensive institutions. Manitoba and Saskatchewan have tended to emphasize vocational institutes as the alternative to universitiy education. Alberta has worked to coordinate, articulate, and organize its previously existing technological and agricultural instituions, its comprehensive colleges, and its universities, into a overall plan. British Columbia, having only one institute of technology, has not met with the problems caused by the existence of those institions in other provinces, but has nevertheless worked out a provincial-wide college system.

The dominance of university affiliation also has seemed to decrease moving to the west in the provinces discussed. In

Manitoba and Saskatchewan, the provincial universities seem to have remained in control of university parallel and transfer programs (in the private colleges). Alberta has released, in part, the control of affiliation from the comprehensive colleges by establishing the Alberta College Commission. A roll off effect of this has been the relaxation of entrance requirements in the provincial universities for students tranfering from the technological institutes. The division of affiliate control between the University of Alberta and the University of Calgary, according to the recommendations of the Stewart report, may also have lessened affiliate control in this province. In British Columbia, while the affiliate control of the University of British Columbia has existed in principle since the first junior colleges, the powerful role of the local school boards in establishing and directing the comprehensive colleges has muffled affiliate authority. Like Alberta, the stipulated representation of the three provincial universities on the solely advisory Academic Board has also divided the power of the university affiliation idea over the transfer programs of the colleges.

Another concept which has appeared to be more developed in the west, as compared with the east, has been that of post-secondary educational service to the entire populus of the province. In Manitoba and Saskatchewan, there has been serious disparity between opportunities available in the large population centers and those available to the rural inhabitants. In Alberta, the founding of comprehensive colleges has pointed in the direction of greater service to the people living outside the urban centers. British Columbia has, through the MacDonald report and beyond, exceeded its projected educational service needs to its scattered population (see Table No. 4, p. 22). An intriguing research report might be made in these provinces to determine to what extent the degree of educational opportunity in urban centers has increased migration to cities and city employment.

One characteristic has seemed to remain constant throughout the four provinces studied. The community college development has been

[1] John Porter, "The Class Bias of Canadian Education," U.B.C. Alumni Chronicle, XXII (Summer, 1968), p. 19.

[2] Gordon Campbell, Community Colleges in Canada (Toronto: Ryerson Press, 1971), p. 70. (Hereinafter cited as Campbell, Community Colleges).

[3] Ibid., pp. 129-30.

[4] Gordon Campbell in H. G. McIntosh et al. (eds.), The Community College in Canada: Present Status/Future Prospects (Edmonton: University of Alberta, College Administration Project, 1970), p. 81. (Hereinafter cited as McIntosh, Community College).

[5] Ibid., pp. 78-79.

[6] W. S. Fox, et al., "Report on the Junior College Situation in Canada to 1934," Proceedings, Sixteenth National Conference of Canadian Universities and Colleges, 1934, p. 67.

[7] University of Saskatchewan, General Calendar, 1967-70 (Saskatoon: University of Saskatchewan, 1967), p. A-2. Also see: W. S. Learned and K. W. Wallace, Local Provision for Higher Education in Saskatchewan, Bulletin No. 27 (New York: Carnegie Foundation for the Advancement of Teaching, 1932), p. 30.

[8] Joint Committee on Higher Education in Saskatchewan, Second Interim Report (Saskatoon: University of Saskatchewan, 1967; mimeograph).

[9] Gordon Campbell in McIntosh, Community College, p. 39.

[10] Milton Fenske in McIntosh, Community College, p. 21.

[11] Ibid., p. 22.

[12] Lethbridge Community College, "Bulletin, 1972-73" (Lethbridge: Lethbridge Community College, 1972; loose leaf pamphlet).

[13] Red Deer College Calendar, 1970-71 (Red Deer: Red Deer College, 1970), p. 44.

[14] Medicine Hat College, Calendar 1972-73 (Medicine Hat: Medicine Hat College, 1972), p. 49.

[15] Milton Fenske in McIntosh, Community College, p. 21.

[16] Campbell, Community Colleges, p. 34.

[17] Horace Ottley in McIntosh, Community College, p. 76.

[18] Mount Royal College, Lincoln Park Campus Calendar, 1972-73 (Calgary: Mount Royal College, 1972), pp. 11, 10-14.

FOOTNOTES - CON'T

[19] Wassaja: A National Newspaper of Indian America. I (January, 1973). 7. (Hereinafter cited as Wassaja).

[20] Pat Poor, "Old Sun, New Hope for Canada's Native People," Community and Junior College Journal, XL (August/September, 1972), p. 22.

[21] J. K. Bradford, "Report on the First Semester Experimental Development: Old Sun Campus, Mount Royal College," paper presented at Conference: Serving the Educational Needs of American Indians Through Community Colleges, Spokane, Washington, October 26-28, 1972.

[22] Wassaja, p. 7.

[23] Lethbridge Community College, "School Calendar, 1971-72" (Lethbridge: Lethbridge Community College, 1971: loose leaf pamphlet).

[24] Medicine Hat College, Calendar, 1972-73 (Medicine Hat: Medicine Hat College, 1971), p. 13.

[25] A Community College Plan for Lethbridge (Lethbridge: Collegiate Institute, 1957).

[26] Statutes of the Province of Alberta, The Public Junior Colleges Act, VII, Eliz. II, Chapter 64 (Edmonton: Queen's Printer, 1958).

[27] Survey Committee of Higher Education in Alberta, First, Second, Third, and Fourth Interim Reports (Edmonton: University of Alberta, 1961, 1963, 1965, 1966).

[28] Statutes of the Province of Alberta, An Act to Authorize Assistance to the University of Alberta and to Junior Colleges, Eliz. II, Chapter 102 (Edmonton: Queen's Printer, 1964).

[29] Andrew Stewart, "A Special Study on Junior Colleges" (Edmonton: Queen's Printer, 1966).

[30] Statutes of the Province of Alberta, An Act Respecting a Provincial College System, Eliz. II (Edmonton: Queen's Printer, 1969).

[31] E. F. Sheffield, "The Universities of Canada," Commonwealth Universities Yearbook, 1969 (London: Association of Commonwealth Universities, 1969), pp. 1029-63). Also see: University of British Columbia, The University of British Columbia Fifty-Seventh Session, Calendar, 1971-72 (Vancouver: University of British Columbia, 1927), p. 8.

[32] Brian Webster, Patterns of Administration in the Public Colleges of British Columbia (Vancouver: University of British Columbia, Donner Foundation, 1972), p. 5. (Hereinafter cited as Webster, Patterns).

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[33] Ibid., p. 17.

[34] Statutes of the Province of British Columbia, The Public Schools Act, 1960, Chapter 319; 1961, Chapter 53.

[35] J. B. MacDonald, Higher Education in British Columbia and A Plan for the Future (Vancouver: University of British Columbia, 1962), pp. 57-76.

[36] Wooster, Patterns, p. 3.

[37] Campbell, Community Colleges, pp. 16-17, 21.

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